

firings of both the ascent and descent propulsion systems.

The unmanned lunar module was boosted into Earth orbit by a Saturn IB. Post-flight analysis determined the lunar module ready for manned Earth orbital missions.

During 1968, Scientist-Astronauts John A. Llewellyn and Brian T. O'Leary withdrew from the training program, Air Force Lt. Col. Michael Collins underwent surgery for removal of an arthritic bone growth, and Navy Lt. John S. Bull withdrew due to pulmonary disease. Astronaut James A. Lovell, Jr. replaced Collins in the Apollo 8 crew as command module pilot. The original Apollo 8 crew was redesignated for the Apollo 9 mission when the lunar module was deleted from Apollo 8.

AERONAUTICS

Among the continuing research and development projects in aeronautics are noise abatement, flight safety, the materials, propulsion and flight dynamics of supersonic and hypersonic aircraft, lifting bodies and Vertical Short Takeoff and Landing (VSTOL) craft.

ADVANCED RESEARCH

NASA scientists and engineers, working with university and industry groups, pushed ahead in the fields of space power, electric, nuclear and chemical propulsion to enhance

the capability of already-proven launch vehicles.

TECHNOLOGY UTILIZATION

NASA continued to transfer to industry, small business and the scientific community the new technology coming out of space-related research and development activity. Most of this technology comes from NASA field centers where specialists continuously review research and development projects for promising new ideas. In addition, NASA contractors are required to report inventions, discoveries, innovations and improved techniques they develop in work for NASA.

TRACKING NETS

Three basic tracking networks keep tabs on NASA's orbiting satellites: Manned Space Flight Network (MSFN), Deep Space Network (DSN) and the Space Tracking and Data Acquisition Network (STADAN).

There are 26 sites in the three networks, some single, some of multiple purpose, located in 15 countries around the world. Each network is designed to support specific types of missions, depending on whether it is near Earth, manned or probing deep space.

These networks are constantly being strengthened to handle the demands of the newer and increasingly sophisticated satel-

lites. In 1969, NASA plans to add a 210-foot-diameter antenna in Spain and in Australia to beef up the DSN for future missions into deep space.

The 210's provide six-and-a-half times increased performance over existing 85-foot antennas, making it possible to return useful scientific data from three and one-half billion miles from Earth.

NASA MAJOR LAUNCH RECORD, OCTOBER 1959 TO DECEMBER 1968

| Year | Number of launches | Vehicle results | | Mission results | |
|---------------|--------------------|-----------------|---------|-----------------|---------|
| | | Success | Failure | Success | Failure |
| 1958 | 4 | 0 | 4 | 0 | 4 |
| 1959 | 14 | 8 | 6 | 8 | 6 |
| 1960 | 17 | 10 | 7 | 9 | 8 |
| 1961 | 23 | 16 | 7 | 15 | 8 |
| 1962 | 27 | 23 | 4 | 20 | 7 |
| 1963 | 13 | 12 | 1 | 11 | 2 |
| 1964 | 30 | 26 | 4 | 25 | 5 |
| 1965 | 31 | 27 | 4 | 26 | 5 |
| 1966 | 36 | 33 | 3 | 26 | 10 |
| 1967 | 27 | 25 | 2 | 25 | 2 |
| 1968 | 21 | 16 | 5 | 17 | 4 |
| 10-year total | 243 | 196 | 45 | 182 | 60 |

¹ Figures do not include "unrated" items.

² Includes 2 satellites launched on 1 vehicle.

MAJOR NASA LAUNCHES, 1968

| Date | Name | Launch vehicle | Launch site | Mission | Results | |
|------------|------------------|----------------|-------------|---------------------------------------|---------|-----------------------|
| | | | | | Vehicle | Mission |
| January 7 | Surveyor VII | Atlas-Centaur | KSC | Lunar photos; lunar surface analyses. | Success | Success. |
| January 11 | Explorer XXXVI | Delta | WTR | Geodesy | do | Do. |
| January 22 | Apollo 5 | Saturn IB | KSC | Lunar module test | do | Do. |
| March 4 | OGO-V | Atlas-Agena | KSC | Earth-Sun data | do | Do. |
| March 5 | Explorer XXXVII | Scout | WI | Solar radiation | do | Do. |
| April 4 | Apollo 6 | Saturn V | KSC | Launch vehicle test | Unrated | Unrated. |
| May 16 | ESRO-II-B | Scout | WTR | Radiation investigation | Success | Success. ¹ |
| May 18 | Explorer XXXVIII | TAT-Agena | WTR | Meteorology | Failure | Failure. |
| July 4 | Explorer XXXIX | Delta | WTR | Radioastronomy | Success | Success. |
| July 8 | Explorer XL | Scout | WTR | Atmospheric density data | do | Do. |
| Aug. 10 | ATS-IV | Atlas-Centaur | KSC | Charged particle data | do | Do. |
| Aug. 16 | ESSA 7 | Delta | WTR | Spacecraft technology | Failure | Failure. |
| Sept. 18 | Intelsat III | Delta | KSC | Cloud cover photos | Success | Success. ¹ |
| Oct. 3 | ESRO I | Scout | WTR | Communications | Failure | Failure. ¹ |
| Oct. 11 | Apollo 7 | Saturn IB | KSC | Auroras | Success | Success. ¹ |
| Nov. 8 | Pioneer IX | Delta | KSC | First manned Apollo | do | Do. |
| Dec. 5 | TETR-2 | Delta | KSC | Solar radiation | do | Do. |
| Dec. 7 | HEOS 1 | Delta | KSC | Tracking training | do | Do. |
| Dec. 15 | ESSA 8 | Delta | WTR | Interplanetary physics | do | Do. |
| Dec. 18 | Intelsat III | Delta | KSC | Astronomy | do | Do. |
| Dec. 21 | Apollo 8 | Saturn V | KSC | Meteorology | do | Do. |
| | | | | Communications | do | Unrated. ¹ |
| | | | | Scheduled for launch Dec. 21 | | |

¹ Non-NASA mission.

HOUSE OF REPRESENTATIVES—Wednesday, January 8, 1969

The House met at 12 o'clock noon.

The Chaplain, Rev. Edward G. Latch, D.D., offered the following prayer:

Speaking the truth in love, we are to grow up in every way into Him who is the head.—Ephesians 4: 15.

Our Father in heaven and on earth, whose spirit dwells in the hearts of all men, make us conscious of Thy presence as we bow in prayer before Thee.

We have been taught to walk the way of truth and to live the life of love. May truth so triumph in our minds that we may overcome low prejudices with high principles and may love so live in our hearts that we may relate ourselves affirmatively to our fellow men. With truth and love alive within us may we devote ourselves to the welfare of our beloved country.

In the name of Him whose truth and love keeps men free we pray. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

SWEARING IN OF MEMBER-ELECT

The SPEAKER. Will any Member-elect who has not been sworn come to the well of the House and take the oath of office.

Mr. LUKENS appeared at the bar of the House and took the oath of office.

TRADE AND OTHER TRANSACTIONS INVOLVING SOUTHERN RHODESIA—A COMMUNICATION FROM THE PRESIDENT OF THE UNITED STATES (H. DOC. NO. 91-37)

The SPEAKER laid before the House the following communication from the President of the United States; which

was read and, together with the accompanying papers, referred to the Committee on Foreign Affairs and ordered to be printed:

THE WHITE HOUSE,
Washington, January 7, 1969.

HON. JOHN W. MCCORMACK,
Speaker of the House of Representatives.

DEAR MR. SPEAKER: By virtue of my authority under Section 5 of the United Nations Participation Act of 1945, as amended, I issued on July 29 Executive Order No. 11419 relating to trade and other transactions involving Southern Rhodesia. It extends the mandatory selective sanctions imposed in Executive Order No. 11322 of January 5, 1967, which I transmitted to you on February 27, 1967. A copy of Executive Order 11419 is attached.

The current Order prohibits virtually all financial and trade transactions between the United States and Southern

Rhodesia. I have delegated to the Secretaries of Commerce, Transportation, and Treasury, in consultation with the Secretary of State, the authority to promulgate such regulations as are necessary to carry out the Order.

The Executive Order implements the mandatory provisions of the United Nations Security Council Resolution No. 253 unanimously adopted on May 29, on which the Representative of the United States voted affirmatively. In this resolution the Security Council determined that the situation in Southern Rhodesia continues to constitute a threat to peace under Chapter VII of the United Nations Charter and decided that all states should apply comprehensive mandatory sanctions against that territory in accordance with Articles 25 and 41 of the Charter. The Security Council thereby extended the selective sanctions imposed by its earlier Resolutions No. 217 of November 20, 1965 and No. 232 of December 16, 1966, taking note that the measures taken under those resolutions had failed to bring the rebellion in Southern Rhodesia to an end. A copy of Resolution No. 253 is attached.

The resolution requires all member states to extend the earlier prohibitions on imports from and exports to Southern Rhodesia to cover all commodities and products except those needed for medical, educational and humanitarian purposes. The resolution also obligates each member state to prohibit activities promoting or calculated to promote such imports and exports, the shipment and transport of such articles in ships and aircraft of its registry or under charter to its nationals, transfers of funds and economic and other financial resources to persons and bodies in Southern Rhodesia, flights to Southern Rhodesia by aircraft of its registry or aircraft owned or chartered by its nationals, and coordinating operations with airline companies constituted in or aircraft registered in Southern Rhodesia.

I am submitting this report to the Congress in accordance with Section 4 of the United Nations Participation Act, as amended.

Sincerely,

LYNDON B. JOHNSON.

CONGRESS MUST ACT NOW TO STOP CRIPPLING INTEREST RATE INCREASES

(Mr. PATMAN asked and was given permission to address the House for 1 minute and to revise and extend his remarks and include extraneous matter.)

Mr. PATMAN. Mr. Speaker, this is a sad day for the people of the United States. The prime rate in the Nation's largest banks has gone to 7 percent. It will soon spread to other banks all over the Nation. That means poor folks, farmers, workers, and small businessmen, will have to pay from 50 to 100 percent more in interest for the money they borrow—assuming they can afford to borrow at all.

This action of forcing higher and higher interest rates on the American people, if not stopped, will lead to the worst depression in our history, bringing along with it massive unemployment, sheriff sales, and bankruptcy.

The only alternative is to return monetary policy to those to whom it belongs—the people and their chosen representatives in Congress.

It is a real challenge for Congress to do something now. Congress is responsible. It is difficult to get Members of Congress interested in doing anything that will affect bankers adversely—not that they are against legislating in the public interest, but because when you step on the toes of the big bankers you cause immediate opposition, which is not only troublesome, but can be disastrous to an elected Member of Congress.

The biggest bankers in the Nation who make the most money from high interest rates are in charge of our monetary policy. Certainly the people who profit from high interest rates should not be allowed to fix the interest rates at higher and higher levels, but this is in fact what is happening.

AT THE ROOT OF THE PROBLEM IS THE FEDERAL RESERVE BOARD AND SYSTEM

The Federal Reserve is not independent, but it claims to be, and, having received support for independence from leading people in Government, has defied the President of the United States and the Congress. The Federal Reserve Board, as study of its actions proves, is most interested in providing profits for the banks.

Congress must recognize its responsibilities in this matter. As it is now, the Federal Reserve acts not only independently of the Congress, which created it, but, in addition, it spends public funds without any accounting or auditing by the General Accounting Office.

As a specific instance of the seriousness of this situation, we all recall that the 1968 Housing Act—which President Johnson said was one of the 10 greatest bills of the 500 he signed while in office—will be effectively scuttled if these higher and higher interest rates continue.

It is of more than passing interest to note that bank profits in 1968 were at all-time highs.

Inflation is given as the cause of these higher interest rates but our own history indicates that the higher interest rates go, the more inflation there is. Inflation cannot be stopped by creating more inflation through higher interest rates.

Stopping inflation with higher interest is about as effective as putting out a fire with gasoline.

Federal Reserve Board Chairman William McChesney Martin's most recent actions are in keeping with the way he has conducted himself as a member of the Board and its Chairman for more than 14 years. Unless appropriate remedial action is taken, the Congress and the administration will have to answer for the tragic unemployment situation that will develop in all sectors of our economy and for the other inevitable facts of depression life.

As chairman of the House Committee on Banking and Currency and the Joint House-Senate Economic Committee, I shall make it the first order of business for the committees to investigate this matter in detail immediately upon organization of these committees.

PRESIDENTIAL SALARY INCREASE

(Mr. SIKES asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. SIKES. Mr. Speaker, it is regrettable that the House did not take a record vote on H.R. 10 to double the salary of the President of the United States. I am one of those who hoped for the privilege to vote against the resolution. I recognize the nature of the problems which have brought about its consideration at this time. Yet I feel very strongly that consideration for this measure is premature. The Congress has before it many questions of utmost gravity. All of them demand our attention. To set aside these matters which are of serious import to the security and well-being of the Nation and to make a salary increase one of our first orders of business does not, I regret to state, reflect sound planning or policy. I feel that the President-elect himself would object to this procedure, and that he would not welcome an increase in salary, particularly one of the magnitude proposed, at a time when so many more pressing matters demand the attention of Congress.

PEACE NEGOTIATIONS

(Mr. SIKES asked and was given permission to address the House for 1 minute and to revise and extend his remarks and include extraneous matter.)

Mr. SIKES. Mr. Speaker, the sorry state of the peace negotiations in Paris should be equally disturbing to the present administration and to the incoming administration. Possibly the Communists are simply stalling until the new U.S. negotiating team arrives following the inauguration of the President-elect. Whatever their reasons, their present tactics have been a poor excuse indeed for complete disruption of the talks on the ground that agreement cannot be reached on a seating arrangement. Unless this picture changes speedily for the better, the United States should break off negotiations and free U.S. military commanders to fight the war in Vietnam to a successful conclusion. The fact that our hands are tied in Paris by tactics which are obviously intended only to delay negotiations does not change the fact that Americans are dying every day in Vietnam. Whatever their number, it is too many. We should not continue to pay this high price in lives indefinitely while the Communists jockey for concessions at the peace table. We have the strength to get the war over and won.

TAXPAYERS RAPPED AGAIN

(Mr. GROSS asked and was given permission to address the House for 1 minute and to revise and extend his remarks and include extraneous matter.)

Mr. GROSS. Mr. Speaker, I have just learned that the Director of the Office of Emergency Preparedness, Price Daniel, has been using Government employees to gather data, write and edit a guide book on State capitols which he and Mrs. Daniel will "author."

Daniel claims he is "coauthoring" this book "as a public service."

When questioned by the General Accounting Office about this project, Daniel admitted he used three employees in the Washington office of the OEP to write and edit this book, as well as the services of unnumbered OEP employees and officials outside Washington.

Mr. Speaker, this is an outrageous abuse of Federal employees by a high Government official who certainly ought to know better. As far as I am concerned Daniel should be made to repay the Treasury for every hour these employees spent on his private project.

If this is typical of the emergencies this office deals with, then I have just heard the best possible argument for abolishing it.

It would seem to me that if Daniel had wanted to perform a real public service he would have gone to the Library of Congress to find out what already had been done on the subject.

When I asked the Library for this information it took them almost no time at all to find seven publications on State capitals. Daniel has had his minions at work on this private project since October.

THE STATE AND LOCAL GOVERNMENT MODERNIZATION ACT OF 1969: A PROGRAM OF FEDERAL GRANTS TO STATES WHICH TAKE STEPS TO MODERNIZE STATE AND LOCAL GOVERNMENTS

The SPEAKER. Under previous order of the House, the gentleman from Wisconsin (Mr. Reuss) is recognized for 30 minutes.

Mr. REUSS. Mr. Speaker, I have today introduced H.R. 2519 to provide \$15 billion in Federal grants, over a 3-year period, to States which take steps to modernize State and local governments.

In preparing H.R. 2519, I have relied heavily on the proposals by former Economic Adviser Walter W. Heller and Brookings Institution economist, Joseph A. Pechman, for no-strings-attached Federal grants to the States; on the Committee on Economic Development's July 1966 statement, "Modernizing Local Government," a report on why State and local governments do not work effectively; and on recent studies by the Advisory Commission on Intergovernmental Relations—ACIR—"Unshackling Local Government," "Metropolitan America: Challenge to Federalism," and "Fiscal Balance in the American Federal System."

Mr. Heller and Mr. Pechman are on the right track, I believe, in urging large-scale, unearmarked Federal grants—over and beyond our present collection of grant-in-aid programs—if our federal system is to survive.

But it would be wasting Federal money unless the States first take steps to enable themselves and their local governments to make the transition into the last third of the 20th century.

I. THE PROBLEM: ARCHAIC, INSOLVENT STATE AND LOCAL GOVERNMENTS

Two crises in American government have become apparent by 1969: our State

and local governments are becoming both insolvent and archaic.

State and local governments desperately need money. The Heller-Pechman proposals have attracted attention because of growing public concern that, even though Federal revenues keep rising as gross national product mounts, State revenues are falling ever short of growing needs.

State and local governments, inefficient and archaic, need modernizing. Several excellent reports, including those by the CED and the ACIR, tell what must be done to reinvigorate these two levels of our federal system.

H.R. 2519 is designed to give the States a mighty impetus toward modernizing State and local governments and toward solving their financial problems.

II. THE NEEDS OF STATE AND LOCAL GOVERNMENTS HAVE OUTSTRIPPED THEIR RESOURCES

The needs of State and local governments continue to grow, for two reasons:

First. Our population continues to grow. The baby boom of World War II years, following the depression years and their low birth rates, has continued during the past two decades because of sustained prosperity. Furthermore, the size of those two age groups which require the costliest public services—the old and the young—has increased at rates faster than that of the rest of the population. While the total population grew during the decade 1957-67 by 16 percent, the school-age population of 5- to 19-year-olds increased at a more rapid rate—by 28 percent—and the over-65 population grew by 27 percent.

Second. Americans are demanding more and better public services. More children study longer in better schools. More police services are needed for a population which is restlessly mobile and is crowded into cities. Cars have outgrown two-lane country roads for expensive city thoroughways. Public health services cost more because of population growth, city living, and advances in medical knowledge. People seeking new jobs move from region to region, from State to State, and country to city, and from central city to suburbs. Public facilities in old communities are abandoned, but new facilities in new communities are needed. Hence, State and local government has been the country's largest growth industry.

Despite increased Federal grants, State and local government resources prove even more inadequate.

First. Annual expenditures by State-local governments during the decade 1957-67 increased by \$59.1 billion—from \$47.6 billion to \$106.7 billion. A significant portion of this increase—54.8 percent—was allocated for health, education, and welfare.

Several factors account for the increasing expenditures. Unit costs rose. Costs of equipment and construction rose rapidly. Salaries of State and local government employees were raised to match salary increases in private industry. Because personal services account for so large a share of State and local government budgets, even moderate adjustments in salaries resulted in large total expenditure.

Second. Even though revenues collected by State and local governments have increased remarkably, they have proved inadequate. During the decade 1957-67 State and local governments general revenue increased by \$53.4 billion—from \$38.2 billion to \$91.6 billion. While Federal tax revenues rose by 65 percent, State and local tax revenues grew by 113 percent, or by \$32.4 billion.

Property taxes supplied almost the entire increase in local tax collections, and 41 percent of the combined State and local tax increases.

Consumer taxes supplied about one-third of the combined increases. From 1957 to date 10 States have imposed general sales taxes. In 1968 sales tax rates were increased in six of the States.

Income taxes supplied only about 16 percent of State-local tax revenue increases from 1957 through 1967. Most of the 36 States having income taxes have made them less progressive by raising rates at lower income levels.

These revenues have been supplemented by Federal grants, which grew by nearly four times during the decade 1957-67—rising from \$4 billion to \$15 billion. In this current fiscal year, 1969, such grants-in-aid are expected to rise to \$20 billion.

But even this Federal contribution accounted in 1967 for only about 17 percent of total State and local general revenues. The remaining 83 percent—about \$51 billion—came from their own sources.

The resulting gap between growing expenditures and lagging receipts has caused State and local government indebtedness to swell steadily. It grew in 1957-67 from \$53 to \$115 billion, an increase of \$62 billion. During the same decade, Federal debt grew by \$55 billion.

The forecast is for a continuing fiscal crisis. Pechman's study concludes that State and local expenditures, even by viewing past experience conservatively, will rise by 7 percent a year and reach \$103 billion by 1970. But revenues, even if gross national product rises at 5 percent a year and both tax receipts and Federal grants keep pace, would reach by 1970 only about \$88 billion. The unfilled gap will be \$15 billion. Richard Netzer, in a projection for the CED, forecast a gap by 1970 of \$10 billion even if State and local tax rates were raised 18 percent.

III. HOW TO FILL THE 1970 GAP BETWEEN STATE AND LOCAL NEEDS AND REVENUES

The States and localities cannot do it.

For the States and localities to meet the \$15 billion gap by borrowing is neither a sound nor a likely solution. State and local government debt rose to \$115 billion in 1967. Many have reached the borrowing limits set by law or by their own financial capacity. The prospects of servicing partly increased debt out of regressive taxes are bleak.

Moreover, it is unlikely that State and localities, unable and unwilling to borrow further, could and would tax to fill the \$15 billion gap. Three reasons argue against this course:

First. To keep raising property and consumer taxes, the leading State and local sources, is poor social and economic policy.

The Federal Government has pre-empted most of the income tax potential. Property taxes on homes and sales taxes on consumer goods unfairly hit lower income people. They could reduce the overall level of demand sufficiently to cause a stagnating economy.

Second. Fear of driving businesses out of the State discourages tax raising in general, and raising progressive taxes, like the income tax, in particular.

Voters of five States recently rejected income taxes or revisions.

Third. Recent elections have shown how vulnerable are State and local officials who raise or try to raise taxes. John Anderson, Jr., the Republican Governor of Kansas in 1961-64 has written:

The rate of "tax mortality" among state and local political leaders is very high. A governor or mayor must raise taxes in order to meet his increasing responsibilities—but he is often voted out of office for doing so. Were he to choose to cut services rather than to raise taxes, he would also be likely to get kicked out.

The Federal Government, however, can and will have the revenues to fill the gap.

As the economy grows, the Federal receipts tend to grow, at a faster rate, because they come largely from the income tax rather than property taxes. The "fiscal dividend" of \$6 to \$10 billion annually has been forecast for the period 1970-75. A Federal surplus depends heavily, of course, upon the course of events in Vietnam; if the war continues at its present level, all fiscal bets are off.

When the 1970-75 "fiscal dividend" appears, the proposal will be made to use it to retire part of the \$363 billion national debt. The answer is that unless the "fiscal dividend" is mainly used either to reduce taxes or to increase expenditures, the fiscal drag will increase unemployment. Indeed, the resulting near recession would prevent the "fiscal dividend" from coming into being in the first place.

Moreover, public needs are so pressing that the Federal surplus should mainly be spent to meet them rather than be rebated in lower taxes. Since many public needs are of a State and local nature, part of the "fiscal dividend" must be channeled to State and local governments.

How to get part of the Federal "fiscal dividend" to State and local governments?

First. By expanding Federal grants-in-aid?

Until 1932, Federal grants accounted for only a small fraction of State and local spending. The grant device was used to rescue State and local governments bankrupted by the depression. Grants rose from \$147 million in 1930 to \$945 million in 1940, an increase of 650 percent. After the brief postwar interlude of abundant revenues, cold war costs caused the Federal Government once more to preempt income tax revenues, while State and local governments faced the crisis of growing population and growing demands. The Federal Government responded again by increasing grants, nearly sixfold in 14 years—from \$2.7 billion in 1954 to \$15.2 billion in 1967.

Should this mushrooming of grants continue? Federal grants represented 7.3 percent of State and local general revenues raised in 1946, 10 percent in 1954, 17 percent in 1967.

Federal grants are a useful way of meeting urgent needs—highway and airport construction, education, housing and community developments, sewer and water treatment facilities, community health and welfare. Therefore, mayors and Governors, even though they call for block grants, want existing Federal categorical grants continued and expanded.

True, the grant device has disadvantages. Many programs are not properly coordinated. For example, six separate programs are available for water supplies. Some programs satisfy only marginal needs. The technique of requiring matching funds sometimes causes State, local, and private authorities to distort their priorities.

The fact that the grant device has over the years developed disadvantages is no argument that grant programs should be ended. But it does argue that the present pattern of categorical grant programs should not be much further extended to new areas, at least without improvement. The vigor and efficiency of State and local governments must be maintained.

Second. By redistributing Federal revenues by general tax reduction, specific tax transfer, or tax credit?

It is unlikely, because of timidity and interstate competition, that States would benefit appreciably if Federal taxes were reduced. When in the 1950's the Federal Government released tax sources by reducing the admissions tax and the electrical energy tax, recovery by State and local governments was minimal. Recovery of Federal tax reductions would probably come by regressive property or sales taxes or by not very progressive income taxes. Moreover, richer States would benefit disproportionately to the poorer States.

A credit against Federal income taxes for certain State and local taxes would help those States which impose no tax, or inadequate taxes, of a particular type. For example, 14 States now have no individual income taxes. A Federal tax credit for State income taxes is a justifiable interstate equalizer; but it, too, favors the wealthy States.

Third. By block grants?

The Heller-Pechman plan proposes that money be distributed to the States on a per capita basis, with a portion redistributed to the poorest States; that grants be unrestricted, except that highway expenditures be excluded and that title VI of the Civil Rights Act of 1964 be observed; and that grants be channeled through a trust fund derived from a set percentage of Federal revenues or of the Federal personal income tax base.

The Heller-Pechman allocation among the States seems progressive and fair. But the "trust fund" seems unduly inflexible, depriving Congress, in a given year, from an overall look at the state of the Nation's economy. Most vulnerable is the complete absence of strings: it encourages State and local governments to languish in archaic inefficiency rather than to demonstrate their initiative, and

thus could result in wasting Federal money.

If these defects can be corrected, the Heller-Pechman proposal offers the soundest method of making the Federal "fiscal dividend" available to State and local governments.

IV. STATE AND LOCAL GOVERNMENTS NEED MODERNIZATION

Modernization steps should be taken at three levels—regional, State, and local.

Regional: Recent Federal legislation—including the Appalachian Regional Development Act of 1965, the Public Works and Economic Development Act of 1965, and the Clean Waters Restoration Act of 1966—aims at a necessary regional approach to regionwide problems. But interstate regionalism is in its infancy. Mechanisms are lacking to deal with the 25 metropolitan areas which overlap State lines. Also lacking is interstate cooperation in education. Why, for example, should not several starved universities in sparsely populated States be replaced by one good university?

State governments: Archaic constitutions and statutes result in too many elected executive officers, needless restrictions on borrowing power, poor legislative salaries, short and infrequent legislative sessions, and outmoded personnel practices. The high political mortality rate of those Governors who raise taxes gives little incentive for reform.

Local governments: Only the States, by revising thoroughly their constitutions and statutes, can authorize reform of local governments. The weaknesses of local government are many:

First. Local units are too many and too small to be efficient. Half of all local units in the States contain fewer than 1,000 people.

Second. Overlapping layers: Overlapping layers of local government—counties, cities, townships, special districts, school districts—compete for revenues, and cause gaps and overlaps in problem-solving jurisdiction.

Third. Local voters are apathetic: Less than 30 percent of the electorate votes locally, contrasted with 60 percent presidentially. Over 500,000 local officials are elected, many without policymaking duties, and from overlapping governments. As local government becomes less understandable and less democratic, voter apathy increases, and local government grows more ineffective.

Fourth. Most localities lack strong executive leadership and adequate regulatory and tax authority. Direct line, businesslike administrative authority is usually fragmented. Personnel is largely unqualified, the spoils system widely prevails, and pay is too low. "Home rule" is rare.

Fifth. So far, approaches to metropolitan government have been frustrating. Except for Metropolitan Toronto and Dade County, Fla., little progress toward metropolitan government has been made. A metropolitanwide approach to the problems of poverty and community development is hampered by the Balkanizing proclivity of communities under existing State law. For example, Vernon, Calif., where 236 people live but 70,000

work, is zoned for high-taxpaying industry only, and leaves other communities to provide for its workers. In Wisconsin, communities made up almost entirely of high-income residents have 40 percent of their State income tax returned to them by the State, thus substantially relieving residents of the general property tax.

V. THE PROPOSED STATE AND LOCAL GOVERNMENT MODERNIZATION ACT OF 1969 WOULD USE BLOCK GRANTS TO ENCOURAGE INITIATIVE BY STATES TO REFORM STATE AND LOCAL GOVERNMENT

MACHINERY

If H.R. 2519 were enacted in 1969, during the next 2 years, 1970 and 1971, each State wishing to participate would formulate a modern government program. The Federal Government would pay the entire cost of planning. The State plans would be completed within 18 months, and then forwarded to the appropriate regional coordinating committee—eastern, southern, midwestern, and western—created by the bill. The committee would review each State program and suggest improvements through a continuing dialog with State planners. After 6 months, a total of 2 years of planning, the regional coordinating committee by majority vote would send to the President, the Advisory Commission on Intergovernmental Relations, and the Congress those State modern government programs which reflect "sufficient creative State initiative so as to qualify that State for Federal block grants."

MODERN GOVERNMENTS PROGRAM

In order to qualify, a State must have on its lawbooks an income tax of at least moderate progressiveness. In addition to this required feature, the programs must include plans and timetables for a whole series of reforms. Not all of these reforms must be in every program, but there must be enough to demonstrate bona fide "creative State initiative."

The checklist of reforms is derived from two main sources.

The first set of reforms—those designed to make State and local government more efficient, economical, and responsive—has been recommended over a long period of time by such good-government organizations as the Committee for Economic Development, the U.S. Chamber of Commerce, the Advisory Commission on Intergovernmental Relations, the Council of State Governments, the National Municipal League, the Mayor's Conference, and the National Association of Counties. These reforms include regional agreements by States, and interstate compacts, for cooperative efforts in health, education, welfare, and conservation; modernized State government, including the short ballot, longer terms for constitutional officers, annual sessions of the legislature, adequately paid legislators, modernized borrowing powers, rationalized boards and commissions, assistance to local governments; modernized local government, including cutting down the number of unnecessary counties, towns, and other local units, working toward all forms of metropolitan government, providing for true home rule, the short ballot, modern borrowing power, the merit system, and decentral-

izing local government in order to make it more democratic and humane.

The second set of reforms—those designed to induce States to remove economic disparities between various local governments—is an extension of current efforts by big-city mayors and by the Federal Government to save the central city. These include revision of State grants-in-aid and sharing of tax revenues so as to eliminate the preferences so widely given to wealthier communities at the expense of poorer communities. Examples are the unfairly large State returns of income tax revenues to the dormitory suburbs peopled by well-to-do residents; of property tax revenues to communities where large utility plants or factories happened to be located; of sales tax revenues to still other communities which happened to have shopping centers widely patronized by outsiders. A related reform is the prohibition of local zoning regulations which keep out low-income housing, or in some cases all homes of any kind, by restricting zoning power in metropolitan areas to larger municipalities and to counties.

BLOCK GRANTS TO STATES WITH MODERN GOVERNMENTS PROGRAMS

States with modern government programs qualified by both the regional coordinating committees and by the Advisory Commission on Intergovernmental Relations as reflecting "sufficient State creative initiative so as to qualify that State for Federal block grants" would begin receiving payments in 1972, or at the latest by 1973. They would receive unrestricted Federal grants from the \$5 billion a year, 3-year authorization by the bill.

The funds would be distributed according to population, with not to exceed 20 percent for supplements to those States having a low per capita income; a high degree of poverty, dependency, or urbanization; and State tax effort as indicated by the amount of State and local taxes relative to personal income.

The authorized amount of \$5 billion annually—congressional appropriations could be less, of course, depending upon economic conditions and the degree of participation by the States—is approximately equal to the 2 percent of individual income suggested by Heller, but without the inflexible trust fund device.

The "string" on the block grants would be good-faith initiative by the States in filing a statement of intent—their modern government programs. The Governors themselves, through their own plans and through the regional review and decision by majority vote, and the widely respected Advisory Commission on Intergovernmental Relations, would be the qualifying agents. There would be no statutory strings with respect to compliance with the State plans, although annual reports to Congress are required, and the program runs for 3 years only. No doubt Congress, in considering whether to renew the program, would take into account the good-faith effort made by the States to fulfill their plans.

I would hope that such a good-faith effort would be made. A reform-minded Governor would, for the first time, have

public opinion behind him. Reapportionment is bringing many new and modern legislators to the State capitols. Forty of the 50 States are planning to consider constitutional reforms within the next 2 years. Federal block grants, necessary for fiscal reasons, could be the incentive that catalyzes a movement for major constitutional and statutory reforms.

Planning should begin now for that time, after the economic strain of the Vietnam war eases, when substantial Federal surpluses are available.

The text of H.R. 2519 follows:

H.R. 2519

A bill to improve intergovernmental relationships between the United States and the States and municipalities, and the economy and efficiency of all levels of government, by providing Federal block grants for State and localities which take steps to modernize State and local government

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.—This Act may be cited as the "State and Local Government Modernization Act of 1969".

SEC. 2. STATE MODERN GOVERNMENTS PROGRAMS.—

(a) PLANNING FUNDS FOR MODERN GOVERNMENTS PROGRAMS.—The President shall, as soon as possible after the effective date of this Act, grant to the Governors of each of the fifty States which elect to participate in the State modern governments program planning funds to cover the full cost of preparing for each State a modern governments program. There is herewith authorized to be appropriated solely for this purpose and the purpose of paragraph (d) of this section the sum of \$50,000,000, with each State's share to be no less than \$250,000 and with the remainder apportioned according to State population on the basis of the Bureau of the Census current estimates of population.

(b) PREPARATION OF STATE MODERN GOVERNMENTS PROGRAMS.—Not later than eighteen months after such planning funds have been made available to States which have elected to participate, each Governor shall file his State's draft modern governments program with the regional coordinating committee for State modern governments programs, set up pursuant to section 2(d) hereof. Within six months thereafter, the regional coordinating committee shall file the modern governments program for each participating State in the region with the President, the Advisory Commission on Intergovernmental Relations, and the Congress.

(c) CONTENTS OF STATE MODERN GOVERNMENTS PROGRAMS.—Each State modern governments program shall certify that the State has in effect an income tax of at least moderate progressiveness. In addition, such programs shall set forth plans and timetables for modernizing and revitalizing State and local governments, including such matters as:

(1) Proposed arrangements, by interstate compact or otherwise, for dealing with interstate regional problems, including those of metropolitan areas which overlap State lines, regional cooperation in health, education, welfare, and conservation;

(2) Proposed strengthening and modernizing of State governments (by constitutional, statutory, and administrative changes), including recommendations concerning more efficient executives and legislatures, State borrowing powers, taxation and expenditures, and personnel systems;

(3) Proposed strengthening and modernizing of local rural, urban, and metropolitan governments (by constitutional, statutory, and administrative changes), including where needed—

(A) reducing the number of counties,
(B) reducing the number of, or eliminating, local governments too small to provide efficient administration, and special districts not subject to democratic control,

(C) restricting popular elections to policymakers,

(D) concentrating on a single responsible executive for each local unit,

(E) reform of personnel practices so as to base them uniformly on merit and competence,

(F) granting adequate home rule powers to reformed counties and other local governments,

(G) revising the terms of State grants-in-aid and shared taxes so as to encourage modern local governments and to minimize difference in local fiscal capacity,

(H) easing restrictions on local power to tax property,

(I) improving local property tax administration,

(J) authorizing local governments to utilize non-property taxes, coordinated at the State or regional level,

(K) easing restrictions on the borrowing power of local governments,

(L) strengthening local government in metropolitan areas by—

(i) liberalizing municipal annexation of unincorporated areas,

(ii) discouraging new incorporations not meeting minimum standards of total population and population density,

(iii) authorizing transfers of specified functions between municipalities and counties,

(iv) authorizing intergovernmental contracts for the provision of services,

(v) authorizing the municipalities to exercise extraterritorial planning, zoning, and subdivision control over unincorporated areas not subject to effective county regulation,

(vi) restricting zoning authority in metropolitan areas to larger municipalities and to counties, in order to prevent zoning by smaller municipalities which excludes housing for lower-income families,

(vii) authorizing the formation of metropolitan councils of public officials to exchange information and ideas on problems of mutual concern,

(viii) authorizing the establishment by local governmental bodies or by the voters directly of metropolitan area study commissions to develop proposals to improve local governmental structure and services, and to present to the voters of the area such reorganization plans,

(ix) authorizing the formation of metropolitan planning agencies to make recommendations to local governments concerning land use, zoning, building regulations, and capital improvements,

(x) establishing a State agency to assist metropolitan areas,

(xi) furnishing State financial and technical assistance to metropolitan areas for planning, building codes, urban renewal, and local government and finance.

(4) Proposed uses of Federal block grants pursuant to section 3 hereof, including provision for passing on at least 50 per centum of such grants in an equitable manner to local governments.

(d) REGIONAL COORDINATING COMMITTEES FOR STATE MODERN GOVERNMENTS PROGRAMS.—Each participating State shall channel its modern governments program through a regional coordinating committee for State modern governments programs, as set forth in section 2(b) hereof. Such a regional coordinating committee shall be set up for each of the following four regions:

Eastern (Connecticut, Delaware, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont);

Southern (Alabama, Arkansas, Florida, Georgia, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, West Virginia, and Kentucky);

Midwestern (Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin);

Western (Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming).

Each regional coordinating committee shall be set up by the participating Governors of the region, with whatever representatives of his State each Governor shall select, and shall operate by a majority vote of the participating States. Each regional coordinating committee shall review the draft State modern governments programs, and shall make recommendations concerning any possible improvements. In forwarding the State modern governments programs to the President, the advisory commission on intergovernmental relations, and the Congress, each regional coordinating committee shall designate each State modern governments program which it believes reflects sufficient creative State initiative so as to qualify that State for Federal block grants under section 3. The regional coordinating committees shall be financed by voluntary agreement by the participating States from the Federal planning funds made available under section 2(a). By unanimous agreement, and subject to equitable funding arrangements, a regional coordinating committee may undertake the preparation of all or part of a modern governments program for any State so requesting.

(e) REVIEW OF STATE MODERN GOVERNMENTS PROGRAMS BY THE ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS.—The advisory commission on intergovernmental relations, as soon as possible and in not more than one year after the regional coordinating committees have filed with it the State modern governments programs, shall designate which State modern governments program it believes reflects sufficient State creative initiative so as to qualify that State for Federal block grants under section 3; and shall recommend a method for distributing the Federal block grants under section 3 apportioned according to population as determined by the Bureau of the Census on the basis of its current estimates, with not to exceed 20 per centum for supplements to States with low per capita income; a high incidence of poverty, dependency, or urbanization; and State tax effort as indicated by the amount of State and local taxes relative to personal income.

SEC. 3. FEDERAL BLOCK GRANT.—There is herewith authorized to be appropriated for the first three full fiscal years after such State modern governments programs have been filed with the President, the advisory commission on intergovernmental relations, and the Congress, and after the designations of the advisory commission on intergovernmental relations pursuant to section 2(e) have been made, the sum of \$5,000,000,000 annually, to be distributed by the President among all States whose modern governments programs have been designated as qualified by their regional coordinating committees under section 2(d) and by the advisory commission on intergovernmental relations under section 2(e), apportioned according to population as determined by the Bureau of the Census on the basis of its current estimates, with not to exceed 20 per centum authorized to be set aside for supplements to States with low per capita income; a high incidence of poverty, dependency, or urbanization; and State tax effort, as indicated by the amount of State and local taxes relative to personal income. The regional coordinating committees and the advisory commission on intergovernmental relations shall re-

port to the President and the Congress at the end of each fiscal year on the progress made by each participating State in carrying out its modern governments program, and, prior to the end of the third fiscal year, shall make recommendations to the President and the Congress concerning the future of the Federal block grant program.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to Mr. REUSS (at the request of Mr. ALBERT), for 30 minutes, today; and to revise and extend his remarks and include extraneous matter.

EXTENSIONS OF REMARKS

By unanimous consent, permission to revise and extend remarks was granted to:

Mr. BRAY.

(The following Members (at the request of Mr. SCHADEBERG) and to include extraneous matter:)

Mr. BUSH.

Mr. FRELINGHUYSEN.

Mr. DUNCAN.

Mr. WYATT in four instances.

Mr. McEWEN in five instances.

Mr. SCHERLE.

(The following Members (at the request of Mr. ALBERT) and to include extraneous matter:)

Mr. DADDARIO.

Mr. BIAGGI in five instances.

Mr. EDWARDS of California in two instances.

Mr. ABBITT in two instances.

Mr. FRASER in three instances.

Mr. PODELL in two instances.

Mr. BOGGS.

Mr. PICKLE.

Mr. VAN DEERLIN.

Mr. CONYERS in two instances.

ADJOURNMENT

Mr. ALBERT. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 12 o'clock and 8 minutes p.m.), the House adjourned until tomorrow, Thursday, January 9, 1969 at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

169. A communication from the President of the United States, transmitting a report, including a copy of Executive Order No. 11419 and a copy of United Nations Security Council Resolution 253, relating to trade and other transactions involving Southern Rhodesia, pursuant to the provisions of section 5 of the United Nations Participation Act, as amended (H. Doc. No. 91-37); to the Committee on Foreign Affairs and ordered to be printed.

170. A letter from the national adjutant, Disabled American Veterans, transmitting the proceedings of the national convention held in Philadelphia, Pa., on August 18-23, 1968, including the proceedings of the Disabled American Veterans for the year ending June 30, 1968, and a report of its receipts and expenditures as of December 31, 1967, pursuant

to the provisions of Public Law 249, 77th Congress, and section 9 of Public Law 668, 77th Congress (H. Doc. 91-38); to the Committee on Veterans' Affairs and ordered to be printed with illustrations.

171. A letter from the national adjutant, Veterans of World War I of the U.S.A., Inc., transmitting the proceedings of the national convention held in New Orleans, La., September 21-25, 1968, including the proceedings of the Veterans of World War I of the U.S.A. for the year ending September 30, 1968, and a report of its receipts and expenditures, pursuant to the provisions of Public Law 88-105 and section 15 of Public Law 85-530 (H. Doc. 91-39); to the Committee on the Judiciary and ordered to be printed with illustrations.

172. A letter from the Secretary of Transportation, transmitting a report, by grade and age, of the number of Coast Guard officers above the grade of lieutenant commander entitled to receive incentive pay for flight duty, and the average monthly incentive pay authorized by law paid to such officers during the 6 months preceding January 7, 1969; to the Committee on Armed Services.

173. A letter from the Sergeant at Arms, U.S. House of Representatives, transmitting a statement in writing exhibiting the several sums drawn by him pursuant to 2 U.S.C. 78 and 80, the application and disbursement of such sums, and balances remaining in his hands, pursuant to the provisions of 2 U.S.C. 84; to the Committee on House Administration.

174. A letter from the Commissioner, Immigration and Naturalization Service, U.S. Department of Justice, transmitting copies of orders entered under the authority contained in section 13(b) of the act of September 11, 1957, as well as a list of the persons involved, pursuant to the provisions of section 13(c) of the act; to the Committee on the Judiciary.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. PATMAN: Joint Committee on Defense Production. Annual report of the Joint Committee on Defense Production Activities (Rept. No. 91-3). Referred to the Committee of the Whole House on the State of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. CHAMBERLAIN:

H.R. 2494. A bill to amend title 13, United States Code, to limit the categories of questions required to be answered under penalty of law in the decennial censuses of population, unemployment, and housing, and for other purposes; to the Committee on Post Office and Civil Service.

By Mr. CLARK:

H.R. 2495. A bill to amend section 131 of title 23 of the United States Code; to the Committee on Public Works.

By Mr. DON H. CLAUSEN:

H.R. 2496. A bill to provide for the establishment of the King Range National Conservation Area in the State of California; to the Committee on Interior and Insular Affairs.

By Mr. GOODLING:

H.R. 2497. A bill to amend the Internal Revenue Code of 1954 to increase, for 1969 and 1970, the personal income tax exemptions of a taxpayer from \$600 to \$800, and to provide that for taxable years beginning after

1970 such exemptions shall be \$1,000; to the Committee on Ways and Means.

By Mr. HARVEY:

H.R. 2498. A bill to provide appropriations for sharing of Federal taxes with States and their political subdivisions out of funds derived from a cutback in projected new expansion of grant-in-aid programs and as a substitute for portions of existing grant-in-aid expenditures; to the Committee on Ways and Means.

By Mr. HEBERT:

H.R. 2499. A bill to amend title 10, United States Code, with respect to the academies of the military departments; to the Committee on Armed Services.

By Mr. O'NEAL of Georgia:

H.R. 2500. A bill to include fresh, chilled, or frozen meat of lambs and swine, sausages, prepared or preserved pork, and prepared or preserved beef and veal within the quotas imposed on the importation of certain other meat and meat products; to reduce the percentage applied to certain aggregate quantity estimations used, in part, to determine such quotas from 110 to 100 percentum, and for other purposes; to the Committee on Ways and Means.

By Mr. PATMAN:

H.R. 2501. A bill to provide for the inclusion of Panola and Shelby Counties, Tex., within the Marshall division of the eastern district for the U.S. district courts in Texas; to the Committee on the Judiciary.

H.R. 2502. A bill to amend title 28 of the United States Code so as to provide for the appointment of one additional district judge for the eastern district of Texas; to the Committee on the Judiciary.

By Mr. PATTEN:

H.R. 2503. A bill to promote the safety of workers engaged in making asbestos products for shipment in commerce, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. ROUDEBUSH:

H.R. 2504. A bill to regulate imports of milk and dairy products, and for other purposes; to the Committee on Ways and Means.

By Mr. SAYLOR:

H.R. 2505. A bill to authorize the Secretary of the Interior to designate within the Department of the Interior an officer to establish, coordinate, and administer programs authorized by this act, for the reclamation, acquisition, and conservation of lands and water adversely affected by coal mining operations, and for other purposes; to the Committee on Interior and Insular Affairs.

H.R. 2506. A bill to amend the Federal Power Act in order to provide for a national powerplant siting study and a national powerplant siting plan, and for other purposes; to the Committee on Interstate and Foreign Commerce.

H.R. 2507. A bill to amend the Internal Revenue Code of 1954 to extend the head of household benefits to unmarried widows and widowers, and individuals who have attained age 35 and who have never been married or who have been separated or divorced for 3 years or more, who maintain their own households; to the Committee on Ways and Means.

H.R. 2508. A bill to impose quota limitation on imports of foreign residual fuel oil; to the Committee on Ways and Means.

H.R. 2509. A bill to encourage the growth of international trade on a fair and equitable basis; to the Committee on Ways and Means.

H.R. 2510. A bill to amend the definition of "metal bearing ores" in the Tariff Schedules of the United States; to the Committee on Ways and Means.

H.R. 2511. A bill to provide for the orderly marketing of flat glass imported into the United States by affording foreign supplying nations a fair share of the growth or change in the U.S. flat glass market; to the Committee on Ways and Means.

H.R. 2512. A bill to regulate imports of milk and dairy products, and for other purposes; to the Committee on Ways and Means.

H.R. 2513. A bill to amend the Tariff Schedules of the United States with respect to the rate of duty on whole skins of mink, whether or not dressed; to the Committee on Ways and Means.

H.R. 2514. A bill to provide for orderly trade in textile articles; to the Committee on Ways and Means.

By Mr. STEIGER of Wisconsin:

H.R. 2515. A bill to amend the Internal Revenue Code of 1954 to increase the personal income tax exemptions of a taxpayer from \$600 to \$1,000 over a 4-year period beginning with 1970; to the Committee on Ways and Means.

By Mr. CHARLES H. WILSON:

H.R. 2516. A bill to amend the Internal Revenue Code of 1954 to provide for correction of inequities respecting losses of retired pay sustained by certain individuals who retired from the Armed Forces before June 1, 1958; to the Committee on Ways and Means.

By Mr. WYATT (for himself and Mr. RUPPE):

H.R. 2517. A bill to amend the Tariff Schedules of the United States with respect to the rate of duty on whole skins of mink, whether or not dressed; to the Committee on Ways and Means.

By Mr. DUNCAN:

H.R. 2518. A bill to amend section 333 of title 38, United States Code, to provide that veterans who serve 2 or more years in peacetime shall be entitled to a presumption that chronic diseases becoming manifest within 1 year from the date of separation from service are service connected; to the Committee on Veterans' Affairs.

By Mr. REUSS:

H.R. 2519. A bill to improve intergovernmental relationships between the United States and the States and municipalities, and the economy and efficiency of all levels of government, by providing Federal block grants for States and localities which take steps to modernize State and local government; to the Committee on Government Operations.

By Mr. SAYLOR:

H.R. 2520. A bill to provide for the extension of the reclamation acts, as amended, to all of the United States, and for other purposes; to the Committee on Interior and Insular Affairs.

H.R. 2521. A bill to amend the Tariff Schedule of the United States with respect to the rate of duty on paper industries machinery; to the Committee on Ways and Means.

By Mr. CAHILL:

H.R. 2522. A bill to amend title 18, United States Code, to prohibit the mailing of obscene matter to minors, and for other purposes; to the Committee on the Judiciary.

By Mr. EDWARDS of Alabama:

H.J. Res. 204. Joint resolution to provide for the resumption of trade with Rhodesia; to the Committee on Foreign Affairs.

By Mr. GAYDOS:

H.J. Res. 205. Joint resolution proposing an amendment to the Constitution of the United States relative to equal rights for men and women; to the Committee on the Judiciary.

By Mr. CHAMBERLAIN (for himself and Mr. GROVER):

H. Con. Res. 66. Concurrent resolution providing for the printing as a House document of certain maps and indicia relating to Vietnam and the Asian continent; to the Committee on House Administration.

By Mr. FLOOD:

H. Res. 102. Resolution establishing a Special Committee on the Captive Nations; to the Committee on Rules.

By Mr. DERWINSKI:

H. Res. 103. A resolution establishing a Special Committee on the Captive Nations; to the Committee on Rules.

By Mr. HARVEY:

H. Res. 104. Resolution to amend the Rules of the House of Representatives to create a standing committee to be known as the Committee on Urban Affairs; to the Committee on Rules.

By Mr. RIVERS:

H. Res. 105. Resolution authorizing the Committee on Armed Services to conduct a full and complete investigation and study of all matters relating to procurement by the Department of Defense, personnel of such Department, laws administered by such Department, use of funds by such Department, and scientific research in support of the armed services; to the Committee on Rules.

H. Res. 106. Resolution to provide for the expenses of the investigation and study authorized by House Resolution 105; to the Committee on House Administration.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. ADAMS:

H.R. 2523. A bill for the relief of Leonora M. Baldemor; to the Committee on the Judiciary.

H.R. 2524. A bill for the relief of Miguel Q. Orejudos; to the Committee on the Judiciary.

H.R. 2525. A bill for the relief of Joaquin T. Quijencio; to the Committee on the Judiciary.

By Mr. ADAMS (by request):

H.R. 2526. A bill for the relief of Pedro Presto; to the Committee on the Judiciary.

By Mr. BIAGGI:

H.R. 2527. A bill for the relief of Santi Fiumara and his wife, Concetta Fiumara; to the Committee on the Judiciary.

By Mr. BUSH:

H.R. 2528. A bill for the relief of Barbara Caudell; to the Committee on the Judiciary.

H.R. 2529. A bill for the relief of Anna Giovine; to the Committee on the Judiciary.

H.R. 2530. A bill for the relief of Eva Anna-Lisa Sjöberg Nylund; to the Committee on the Judiciary.

H.R. 2531. A bill for the relief of Jutta Elisabeth Winkelstroeter; to the Committee on the Judiciary.

By Mrs. CHISHOLM:

H.R. 2532. A bill for the relief of Linely Baptiste; to the Committee on the Judiciary.

By Mr. DON H. CLAUSEN:

H.R. 2533. A bill for the relief of Takio Nozu; to the Committee on the Judiciary.

H.R. 2534. A bill for the relief of John Dennis Chambers, Vicki Jill Chambers, Phillip Michael Chambers, Peter Gregory Chambers, and Kathleen Anne Chambers; to the Committee on the Judiciary.

By Mr. COLLIER:

H.R. 2535. A bill for the relief of Asunsion S. Castro; to the Committee on the Judiciary.

H.R. 2536. A bill for the relief of Francesca Adriana Fatta (Millonzi); to the Committee on the Judiciary.

H.R. 2537. A bill for the relief of Concetta Fulco; to the Committee on the Judiciary.

H.R. 2538. A bill for the relief of Salvatore D. Inga; to the Committee on the Judiciary.

H.R. 2539. A bill for the relief of the survivors of police officers John Nagle and Anthony Perri; to the Committee on the Judiciary.

H.R. 2540. A bill for the relief of Ming Chia and Mei Jok Phua; to the Committee on the Judiciary.

H.R. 2541. A bill for the relief of Samuel M. Santibanez and Patria Santibanez; to the Committee on the Judiciary.

By Mr. COLLIER (by request):

H.R. 2542. A bill for the relief of Elena, Uldarico, Jr., Maria Elena, Regis, Ervin, and Maria Celeste Blando; to the Committee on the Judiciary.

H.R. 2543. A bill for the relief of Bartolomeo and Giovanna Bonsignore; to the Committee on the Judiciary.

By Mr. DUNCAN:

H.R. 2544. A bill for the relief of Dr. Vall Khairollahi; to the Committee on the Judiciary.

H.R. 2545. A bill for the relief of György Szanto; to the Committee on the Judiciary.

By Mr. GAYDOS:

H.R. 2546. A bill for the relief of Faye S. Tushan, M.D.; to the Committee on the Judiciary.

By Mr. HALL:

H.R. 2547. A bill for the relief of Mrs. Elizabeth Villanueva Samonte Leek; to the Committee on the Judiciary.

By Mr. JARMAN:

H.R. 2548. A bill for the relief of Esperanca de Amorim Fernandes; to the Committee on the Judiciary.

H.R. 2549. A bill for the relief of Venus Bayhon Gomez; to the Committee on the Judiciary.

By Mr. O'NEILL of Massachusetts:

H.R. 2550. A bill for the relief of Maria Adelaide Soares Aguiar; to the Committee on the Judiciary.

H.R. 2551. A bill for the relief of Guglielmo Tonino Alleva; to the Committee on the Judiciary.

H.R. 2552. A bill for the relief of John Vincent Amiraute; to the Committee on the Judiciary.

H.R. 2553. A bill for the relief of Vedat Fahreddin Arkay and Mohaddes Arkay; to the Committee on the Judiciary.

H.R. 2554. A bill for the relief of Antonino Azzaro; to the Committee on the Judiciary.

H.R. 2555. A bill for the relief of Ayala Barel; to the Committee on the Judiciary.

H.R. 2556. A bill for the relief of Julia B. Bernardo; to the Committee on the Judiciary.

H.R. 2557. A bill for the relief of Saverio Bruzzese; to the Committee on the Judiciary.

H.R. 2558. A bill for the relief of Assuntina Buonapane; to the Committee on the Judiciary.

H.R. 2559. A bill for the relief of Antonio Mario Buzzanga; to the Committee on the Judiciary.

H.R. 2560. A bill for the relief of Francesco Carriglio; to the Committee on the Judiciary.

H.R. 2561. A bill for the relief of Silvestre de Brito Caetano; to the Committee on the Judiciary.

H.R. 2562. A bill for the relief of Yru Gok Chan; to the Committee on the Judiciary.

H.R. 2563. A bill for the relief of Mario da Silva Costa; to the Committee on the Judiciary.

H.R. 2564. A bill for the relief of Gil Pereira da Cunha; to the Committee on the Judiciary.

H.R. 2565. A bill for the relief of Maria Salome da Cunha; to the Committee on the Judiciary.

H.R. 2566. A bill for the relief of Pompilio da Cunha; to the Committee on the Judiciary.

H.R. 2567. A bill for the relief of Michele D'Aleo; to the Committee on the Judiciary.

H.R. 2568. A bill for the relief of Teresa Galli D'Aleo; to the Committee on the Judiciary.

H.R. 2569. A bill for the relief of Angela Margarida Da Silva; to the Committee on the Judiciary.

H.R. 2570. A bill for the relief of Antonio Pereira Da Silva; to the Committee on the Judiciary.

H.R. 2571. A bill for the relief of Clarinda Duarte Da Silva; to the Committee on the Judiciary.

H.R. 2572. A bill for the relief of Jose de Mendonca da Silva and Florentina Correia da Conceicao da Silva; to the Committee on the Judiciary.

H.R. 2573. A bill for the relief of Manuel De Sousa Da Silva; to the Committee on the Judiciary.

H.R. 2574. A bill for the relief of Valentina Augusto Da Silva; to the Committee on the Judiciary.

H.R. 2575. A bill for the relief of Hameed and Noor Fatima Dean (Din) and their minor child; to the Committee on the Judiciary.

H.R. 2576. A bill for the relief of Firminio Antonio De Borja; to the Committee on the Judiciary.

H.R. 2577. A bill for the relief of Maria Carasao de Jesus and Manuel Tamaz Nogueira; to the Committee on the Judiciary.

H.R. 2578. A bill for the relief of Maria Pereira de Medeiros; to the Committee on the Judiciary.

H.R. 2579. A bill for the relief of Eduardo Monis de Melo; to the Committee on the Judiciary.

H.R. 2580. A bill for the relief of Manuel Correia de Mendonca; to the Committee on the Judiciary.

H.R. 2581. A bill for the relief of Rafaela De Padova; to the Committee on the Judiciary.

H.R. 2582. A bill for the relief of Joao De Quadros; to the Committee on the Judiciary.

H.R. 2583. A bill for the relief of Artemizia Dias; to the Committee on the Judiciary.

H.R. 2584. A bill for the relief of Irvia DiFiore; to the Committee on the Judiciary.

H.R. 2585. A bill for the relief of Mark Djonaj; to the Committee on the Judiciary.

H.R. 2586. A bill for the relief of Nella Isabel da Trindade Bettencourt Dore; to the Committee on the Judiciary.

H.R. 2587. A bill for the relief of Marie G. Ewerton; to the Committee on the Judiciary.

H.R. 2588. A bill for the relief of Ronald K. Fairweather; to the Committee on the Judiciary.

H.R. 2589. A bill for the relief of Domingos Silverio Ferro; to the Committee on the Judiciary.

H.R. 2590. A bill for the relief of Manuel Furtado Gabriel; to the Committee on the Judiciary.

H.R. 2591. A bill for the relief of Carmelo Genna; to the Committee on the Judiciary.

H.R. 2592. A bill for the relief of Maria I. Gomes; to the Committee on the Judiciary.

H.R. 2593. A bill for the relief of Beatriz Martins Gouveia; to the Committee on the Judiciary.

H.R. 2594. A bill for the relief of Chan Yuk Heng; to the Committee on the Judiciary.

H.R. 2595. A bill for the relief of Goon Mee Heung; to the Committee on the Judiciary.

H.R. 2596. A bill for the relief of Antonio Iula; to the Committee on the Judiciary.

H.R. 2597. A bill for the relief of Dimitra Kassola; to the Committee on the Judiciary.

H.R. 2598. A bill for the relief of Spyridon Kavadas; to the Committee on the Judiciary.

H.R. 2599. A bill for the relief of Gaetano La Bella; to the Committee on the Judiciary.

H.R. 2600. A bill for the relief of Luisa Clella La Pietra; to the Committee on the Judiciary.

H.R. 2601. A bill for the relief of Gabriel de Sousa Leal; to the Committee on the Judiciary.

H.R. 2602. A bill for the relief of Girolamo Lentini; to the Committee on the Judiciary.

H.R. 2603. A bill for the relief of Manuel Lima; to the Committee on the Judiciary.

H.R. 2604. A bill for the relief of Maria Espinola Ramos Lobao; to the Committee on the Judiciary.

H.R. 2605. A bill for the relief of Angelo Marchio; to the Committee on the Judiciary.

H.R. 2606. A bill for the relief of Luigi F. Marotta; to the Committee on the Judiciary.

H.R. 2607. A bill for the relief of Jose Costa Marques and Almerinda de Matos Sao Marcos Bom and their minor child; to the Committee on the Judiciary.

H.R. 2608. A bill for the relief of Manuel Marques; to the Committee on the Judiciary.

H.R. 2609. A bill for the relief of Hernan Pavon Martinez; to the Committee on the Judiciary.

H.R. 2610. A bill for the relief of Solomon Erick Newman Martinez; to the Committee on the Judiciary.

H.R. 2611. A bill for the relief of Domenico, Serafina, and Maria Mazzel; to the Committee on the Judiciary.

H.R. 2612. A bill for the relief of Gaspare Muraca; to the Committee on the Judiciary.

H.R. 2613. A bill for the relief of Rosa Tindara Nasisi; to the Committee on the Judiciary.

H.R. 2614. A bill for the relief of Samuel N. Newman; to the Committee on the Judiciary.

H.R. 2615. A bill for the relief of Jose Oliveira; to the Committee on the Judiciary.

H.R. 2616. A bill for the relief of Friedrich Peter Ott; to the Committee on the Judiciary.

H.R. 2617. A bill for the relief of Luigi Papa; to the Committee on the Judiciary.

H.R. 2618. A bill for the relief of Carlos S. Adolfo Pavon; to the Committee on the Judiciary.

H.R. 2619. A bill for the relief of Maria Helena da Silva Pereira; to the Committee on the Judiciary.

H.R. 2620. A bill for the relief of Panagiotis A. Perlengas; to the Committee on the Judiciary.

H.R. 2621. A bill for the relief of Riziero Pesce, Giuseppe Pesce, Zina Pesce, and En-

rico Pesce; to the Committee on the Judiciary.

H.R. 2622. A bill for the relief of Armando Pisanelli; to the Committee on the Judiciary.

H.R. 2623. A bill for the relief of Amalia Placidi; to the Committee on the Judiciary.

H.R. 2624. A bill for the relief of Americo Placidi; to the Committee on the Judiciary.

H.R. 2625. A bill for the relief of Jose Pinto Repas; to the Committee on the Judiciary.

H.R. 2626. A bill for the relief of Giuseppe Russo; to the Committee on the Judiciary.

H.R. 2627. A bill for the relief of Manuel da Cunha Santos; to the Committee on the Judiciary.

H.R. 2628. A bill for the relief of Manuel Gil Santos; to the Committee on the Judiciary.

H.R. 2629. A bill for the relief of Saverio Scalzi; to the Committee on the Judiciary.

H.R. 2630. A bill for the relief of Giuseppe Scorsone; to the Committee on the Judiciary.

H.R. 2631. A bill for the relief of Palmira Silva; to the Committee on the Judiciary.

H.R. 2632. A bill for the relief of Battista Sorrentino; to the Committee on the Judiciary.

H.R. 2633. A bill for the relief of Paul Stavropoulos; to the Committee on the Judiciary.

H.R. 2634. A bill for the relief of Shwen-Sing Tai; to the Committee on the Judiciary.

H.R. 2635. A bill for the relief of Akira Takahashi; to the Committee on the Judiciary.

H.R. 2636. A bill for the relief of Giuseppe Talarico; to the Committee on the Judiciary.

H.R. 2637. A bill for the relief of Calogero

Tardanico; to the Committee on the Judiciary.

H.R. 2638. A bill for the relief of Vincenzo Francisco Taverna; to the Committee on the Judiciary.

H.R. 2639. A bill for the relief of Pietro Evarista Tonolini; to the Committee on the Judiciary.

H.R. 2640. A bill for the relief of Goon Wing Wah; to the Committee on the Judiciary.

By Mr. ROYBAL:
H.R. 2641. A bill for the relief of Rafael Hernandez-Rangel; to the Committee on the Judiciary.

H.R. 2642. A bill for the relief of Ezatolla Partovi; to the Committee on the Judiciary.

By Mr. SMITH of New York:
H.R. 2643. A bill for the relief of Leonard Ronald Currie; to the Committee on the Judiciary.

H.R. 2644. A bill for the relief of Pietro Giuseppe Serini; to the Committee on the Judiciary.

By Mr. VAN DEERLIN:
H.R. 2645. A bill for the relief of Mesaros Mihalj; to the Committee on the Judiciary.

By Mr. BOGGS:
H. Res. 107. Resolution to refer the bill,

H.R. 1507, entitled "A bill conferring jurisdiction upon the U.S. Court of Claims to hear, determine, and render judgment upon the claim of John T. Knight" to the Chief Commissioner of the Court of Claims in accordance with sections 1492 and 2509 of title 28, United States Code; to the Committee on the Judiciary.

By Mr. PATMAN:
H. Res. 108. Resolution referring H.R. 1390 to the Chief Commissioner of the Court of Claims; to the Committee on the Judiciary.

EXTENSIONS OF REMARKS

MORE THINGS ARE WROUGHT BY PRAYER THAN THIS WORLD DREAMS OF

HON. WILLIAM G. BRAY

OF INDIANA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, January 8, 1969

Mr. BRAY. Mr. Speaker, tomorrow the Congress of the United States will have the high honor of holding a joint meeting to welcome Col. Frank Borman, Capt. James A. Lovell, Jr., and Lt. Col. William A. Anders, America's three astronauts who have just completed the most magnificent and significant journey ever undertaken in the history of mankind. They will stand before the U.S. Congress, as they have stood before the American Republic and the rest of the world, as symbols of the synthesis and application of the total knowledge and skill thus far amassed and attained by the human race.

The quotation above, that heads these remarks, was spoken by the dying King Arthur to Sir Bedivere in Tennyson's "The Passing of Arthur," and summarize the faith that man has in his Creator, and the acknowledgment by man that in his span of years he will often stand in an attitude of awe and wonder before things and sights that there is much he never will know, and much that he cannot hope to fathom. Man must "lift up his eyes unto the hills."

It was surely in this sense that Astronaut Borman read the following prayer from Apollo 8:

Give us, O God, the vision which can see Thy love in the world in spite of human failure. Give us the faith, the trust, the goodness, in spite of our ignorance and weakness. Give us the knowledge that we may continue to pray with understanding hearts and show us what each one of us can do to set forth the coming of the day of universal peace.

Hope and faith; without them man is nothing and with them man knows he can look forward. Mankind's hope and faith has been expressed in many moving ways; one is as follows:

And God shall make thy soul a glass
Where 18,000 eons pass;
And thou shalt see the shining worlds
As men see dew upon the grass.

Christmas Eve, 1968; behind them, hanging in space, the three astronauts of Apollo 8 could see a sight human eyes had never seen before—the "shining world" of earth, viewed from almost a quarter of a million miles. Below them, just 70 miles away, was the surface of the moon, 18,000 eons old—and more—in its age of 4½ billion years.

The moment was in its way equivalent to that unknown and unrecorded instant, buried no one knows how many millions of years back in time, when for the first time some early man saw the full moon rise into the sky, and stretched out his hands toward it, half in fear, half in hope. It was a beginning, once again, and as Apollo 8 moved into the lunar sunrise, a waiting, watching, and listening earth heard the voices of the three astronauts reading the first 10 verses of the first chapter of the Book of Genesis:

In the beginning God created the heaven and the earth. And the earth was without form, and void; and darkness was upon the face of the deep. And the Spirit of God moved upon the face of the waters.

And God said, Let there be light; and there was light.

And God saw the light, that it was good; and God divided the light from the darkness.

And God called the light Day, and the darkness he called Night.

And the evening and the morning were the first day.

And God said, Let there be a firmament in the midst of the waters, and let it divide the waters from the waters.

And God made the firmament and divided the waters which were under the firmament from the waters which were above the firmament; and it was so.

And God called the firmament Heaven. And the evening and the morning were the second day.

And God said, Let the waters under the heaven be gathered together into one place, and let the dry land appear: and it was so.

And God called the dry land Earth; and the gathering together of the waters called the Seas; and God saw that it was good.

During World War II it was said, often, and I think, correctly, that "There are no atheists in foxholes." Communist cynicism and irreverence aside, neither are there, nor, I believe, will there be, in space. The prayer and the recitation of the stately, moving, and cadenced verses of the Book of Genesis by the crew of Apollo 8 were the first, but certainly will not be the last, open admissions of what every man will surely feel—and reflect upon—as he enters into the incredible vastness on journeys uncharted, over distances immense, into a void without boundaries.